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ABSTRACT

A national survey of black leaders was conducted by federal vocational education administrators to help assure that programs meet the legislative mandate and are socially responsive to black students' needs. The first of three major survey questions--"Is it desirable for black students to enter and complete vocational education programs?"--was answered "yes." This answer assumes that the program provides marketable skills and other benefits that outweigh negative aspects and preclude a tracking system. In answering question 2--"What kind of vocational education programs will help more blacks successfully enroll in and complete the programs?"--six recommendations were formulated: relate training to available or emerging jobs; provide sound academic studies; arrange for on-the-job work experiences; increase the amount of stipends and number of scholarships; set high graduation requirements; provide placement services; and conduct follow-up studies. Question 3--"How can vocational education programs better meet the training-employment needs of black students?"--was responded to with policy recommendations for training black youth to be employable. Based on study findings and policy panel and strategic advisors' opinions, the Office of Education made recommendations in seven areas: black involvement, goals and accountability, federal administration of vocational education, funding, occupational diversity, employment, and alternative occupational training programs. (JH)

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BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY
OF BLACK STUDENTS' ENTERING AND COMPLETING
VOCATIONAL EDUCATION PROGRAMS

A National Study

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U.S. DEPARTMENT OF HEALTH,
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PREFACE

The final report of the survey of Black Leaders' Attitudes Toward the Desirability of Black Students' Entering and Completing Vocational Education Programs is presented in five sections. The title and contents of the five parts are:

Part 1: Highlights (Executive Summary)

This is a summary of the study, with emphasis on the major findings and recommendations. A description of the study's objectives and methodology is included.

Part 2: Recommendations

This section contains the recommendations made by Strategic Advisors and derived from the study findings and is designed to be of most value to decision makers who want to use the outcomes of the study as a basis for establishing policy and taking action to improve programs of vocational education.

Part 3: Summary of Study and Findings

This is a summary of the major findings of the study.

Part 4: Detailed Findings

In this part, the findings are discussed in detail, and statistical and analytical information is provided to document the findings.

Part 5: Description of Study Methods

This is a detailed description of the methodology used to conduct the survey of black leaders' attitudes.

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Appreciation is expressed to the following individuals for their assistance in developing the survey instrument, interpreting the findings, formulating the recommendations, and making other contributions to the success of the study.

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BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY
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VOCATIONAL EDUCATION PROGRAMS

PART 1:
HIGHLIGHTS OF STUDY

INTRODUCTION AND DISCUSSION OF THE PROBLEM

Vocational Education Programs are increasing in size, scope, and importance as increased numbers of jobs require training prior to employment. Currently, more than 15 million students are enrolled in Vocational Education Programs, at an annual cost of more than \$4-1/2 billion.

Congress' intent is that Vocational Education Programs should be a means of training for employment and that the programs should give special attention and provide specific services to target populations that experience high unemployment. Although Vocational Education Programs are training programs rather than employment programs, present vocational education legislation recognizes and mandates a close correlation between training and employment by stating that the training should be for jobs which are "realistic in the light of actual or anticipated opportunities for employment." It is understandable, therefore, that Congress would direct the use of vocational education to aid in solving the problems of communities with high unemployment rates. To accomplish this objective, Congress has set aside funds and designed high-priority programs for target populations such as the disadvantaged, handicapped, and women and for communities with high dropout or unemployment rates.

As defined by present legislation, black communities and black students are target populations with high-priority program needs. Clearly, this population has critical needs that justify specific and special attention.

PURPOSES OF NATIONAL STUDY

Federal administrators of Vocational Education Programs, to help assure that the programs meet their legislative mandate and are socially responsive to the needs of black students, asked black leaders--through the national study reported on in this document--to assist them in answering several questions. The three major questions of the study were:

- Is it desirable for black students to enter and complete Vocational Education Programs?
- What kind of Vocational Education Programs will help more black students successfully enroll in and complete programs?

- How can Vocational Education Programs better meet the training and employment needs of black students?

Two groups of black leaders helped administrators find answers to these questions. First, more than 1,200 black leaders responded to questions on a survey instrument; then, a small group of Strategic Advisors and members of a Policy Panel analyzed the survey findings and provided policy recommendations. Combined, the two sets of data--the survey findings and the policy recommendations--can be used to enable administrators to make decisions that will benefit black students as well as other target populations.

The answers, in summary, to the three major questions, as revealed by study findings, are as follows:

1. Is it desirable for black students to enter and complete a Vocational Education Program?

Based on the study's findings and the policy recommendations, the answer is "yes." This answer assumes that the Vocational Education Program will provide the student with marketable skills and other tangible benefits, that positive aspects outweigh negative ones, and that the programs do not function as a tracking system. Many black students have entered and completed Vocational Education Programs; many more will do so in the years ahead.

2. What kinds of Vocational Education Programs will help more blacks successfully enroll in and complete the programs?

A wide range of talent, a readiness for training, and the ability to learn all exist among black students. Some black students succeed in the present types of Vocational Education Programs; other students need additional assistance or alternative types of programs if they are to succeed. While students differ greatly in their learning abilities, most of them experience difficulties in a training-employment market that arbitrarily denies them access to training and job opportunities.

The kind of program that may be most responsive to the needs of black students is described in the leaders' responses to a set of survey items. A description of the kind of program that the leaders believe will give a black student a competitive opportunity which, in this case, means he or she will have a chance to succeed includes several major program recommendations. The Vocational Education Program should:

- a. Relate training to available or emerging jobs;
- b. Provide sound academic studies;
- c. Arrange for on-the-job work experiences;
- d. Increase the amount of stipends and the number of scholarships;
- e. Set high graduation requirements;
- f. Provide placement services; and
- g. Conduct follow-up studies.

These specific findings and others are discussed in the Summary of Findings (Part 3) and in the Detailed Findings (Part 4).

3. How can Vocational Education Programs better meet the training-employment needs of black students?

This policy question was addressed by the Policy Panel and the Strategic Advisors, an influential group that included: a member of Congress, a local director of vocational education, a State director of vocational education, and staff from the National Urban League, the National Conference of Governors, and similar organizations.

The Policy Panel and Strategic Advisors developed a series of policy recommendations for training black youth to be employable. This objective is consistent with the general imperative for vocational education which is to provide work-relevant training to students so that they can make a skillful entry into the labor market.

According to the Strategic Advisors, vocational education can better meet the needs of black and other students if it is targeted on national priority problems and if it is capable of changing to target on new problems as they become priorities. The Bureau of Occupational and Adult Education should correlate vocational education policies with Federal policies affecting training-education-employment and should coordinate, to the extent possible, the Vocational Education Programs of the individual States and localities to provide the kind of concentrated focus on a problem that can have a measurable impact.

As a corollary to using vocational education as a national resource, there is a need to allocate funds in ways that stimulate positive, self-generating motives within individuals for ensuring the success of black students. Positive, self-generating motivations for improving the performance of black students may include taking action to achieve: employment opportunities for the students, increased funding for the school or program, and incentive bonuses for instructors. Giving program staff and faculty a personal, positive stake in the improved performance of black students (as well as supporting their efforts with program accountability reports and by meeting civil rights compliance requirements) will enable administrators to devote increased attention to finding workable patterns of achieving equity for blacks in vocational education.

THE RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION

The policy and administrative recommendations are stated as actions proposed for consideration by the Office of Education. The seven major recommendations and the proposed actions for implementation were developed during individual and in-depth discussions with members of the Policy Panel and the Strategic Advisors. The black leaders, by contributing to the specific findings (reported in Parts 3 and 4) and by proposing recommendations and implementing actions (reported in Part 2), have provided a comprehensive set of data that can be used by the Office of Education to design ways of meeting its legislative mandate and ways of being more responsive to the needs of black youth in Vocational Education Programs.

The following recommendations and implementing actions for consideration by the Office of Education (OE), in its effort to improve the effectiveness of Vocational Education Programs for black students, are drawn from the study findings and the opinions of the Policy Panel and Strategic Advisors:

1. Black Involvement

The number of blacks appointed to and employed in influential positions within Vocational Education Programs should be increased.

- Federal, State, and local Vocational Education Programs should increase the number of black people appointed to and employed in key positions.

- Specific information about blacks in vocational education should be included in the information disseminated nationally by OE and the National Institute of Education (NIE) and in State plans.
- Information about vocational education should be disseminated monthly to black leaders.
- Regional conferences for black leaders should be held to involve them in efforts to improve vocational education.
- An outreach and recruitment campaign should be conducted to identify black leaders who are supportive of vocational education.
- A comprehensive plan for meeting the needs of the black community as these needs relate to vocational education should be developed.

2. Goals and Accountability

Vocational Education Programs should set specific and special goals to meet the needs of black youth.

- National, State, and local goals should be set.
- Responsibility for achieving these goals should be fixed with responsible officials.

3. Federal Administration of Vocational Education

The Bureau of Occupational and Adult Education (BOAE) should provide leadership at the Federal level to coordinate Federal, State, and local Vocational Education Programs with Federal employment and education policies and programs as well as with other departments that relate to occupational training and vocational-technical employment.

- The BOAE should be assigned responsibility for developing a national five-year plan for vocational education from the perspective of national priorities, problems, and interests.
- The BOAE should be authorized to keep funds targeted on stated priorities and target populations.

- The BOAE should conduct evaluation workshops to enable State and local counterparts and black leaders to interpret and use State Plans, Accountability Reports, and similar information.
- BOAE should be staffed to perform the functions identified.

4. Funding

Funds for vocational education should be increased to provide more programs and services; in addition, the targeting of funds on the needs of black youth should be improved.

- An operational definition of who receives set-aside funds and a description of the impact of these funds on the target population should be obtained from each funded agency.
- A fiscal and program audit should be made of programs directed toward black youth during the fiscal year while there is still time to achieve the programs' stated objectives.
- More funds should be given to vocational programs in the major urban areas and inner cities where the costs for goods and services are high.
- Funds should be made available so that more black youth will have work/study or scholarship opportunities.
- New facilities for vocational education must be built in the inner cities.

5. Occupational Diversity

Greater numbers of black youth should be trained in Vocational Education Programs that prepare students for highly skilled and technical occupations that have low minority representation, and Vocational Education Programs should assist these students with job placement services.

- National, State, and local goals should be set for occupational diversity.

- The enrollment and completion patterns of Vocational Education Programs should conform with the stated goals.

6. Employment

Vocational Education Programs, within the limits of their authority and resources, should assist black youth in entering the skilled labor market and assist the black community in economic development.

- Vocational Education Programs must be related to available or emerging occupations.
- Vocational Education Programs should provide some type of job placement service as part of their routine program.
- Vocational Education Programs should cooperate with other groups in developing jobs for their students.
- Vocational Education Programs should allocate a share of their budgets, normally used to purchase goods and services, to the economic development of the black communities in their service areas.

7. Alternative Occupational Training Programs

Vocational Education Programs should provide leadership in establishing alternative systems of occupational training so that each student can enroll in and complete a program that is suited to his or her needs and learning style.

- Vocational Education Programs should be prepared to provide or share funds, staff, and resources with nonschool groups that can assist Vocational Education Programs in providing occupational training.
- Vocational Education Programs should provide leadership or cooperate with efforts to grant credit for out-of-school learning experiences.

SPECIFIC FINDINGS

How did the leaders evaluate Vocational Education Programs? How should Vocational Education Programs be designed and implemented? How can Programs be improved? How can black leaders support vocational education? The leaders' responses to individual items on the survey form were grouped and analyzed to answer these questions.

1. How did the black leaders evaluate (rate) Vocational Education Programs?

Training

When asked to identify the best employment training program, black leaders ranked vocational programs in community colleges third and those in public high schools sixth out of nine choices. Apprenticeship programs ranked first. On-the-job training/experience ranked second.

Hiring

The respondents prefer to hire a graduate of a vocational program in a four-year college or a graduate of a vocational program in a community college.

Rating

When asked to rate the overall effectiveness of Vocational Education Programs on a scale of 1 (negative) to 5 (positive), the black leaders rated Vocational Education Programs at 1.5 for blacks and at 2.8 for whites.

Overall

While they were critical of some Vocational Education Programs, the leaders consistently and strongly supported vocational-technical training that leads to gainful employment.

2. How should Vocational Education Programs be designed and implemented?

Objectives

The objectives of a Vocational Education Program in a high school or community college should be to prepare students for: (a) advanced training, (b) employment, or (c) owning and operating a business.

Articulation

According to the respondents, high schools, community colleges, and four-year colleges serve different roles in vocational training and academic development. In addition, the institutions have different effects on students' potential for success in employment as well as in other phases of life. The vocational and academic programs should be designed so a student can pass easily from high school to advanced training or to an institution of higher education.

Job Placement

Vocational Education Programs should train students for available jobs and assume some responsibility for placing them in jobs.

Graduation Requirements

High standards should be required for graduation, including some type of job performance testing.

Occupations

While none of the occupational clusters listed on the survey instrument were rejected, technical occupations (such as work in computer fields or TV repair) were clearly preferred to those in agriculture (farming) and home economics (cooking).

Course Organization

Learning modules (2-4 weeks) were preferred to individualized or semester courses.

Admission Policies

A minority of the respondents believed that the school's admission policies should include racial or sex quotas and should give priority to the unemployed. The majority of the respondents believed that a program should be evaluated by how it responds to community needs or by how it ensures the success of its students, and not by its admission policies.

3. How can Vocational Education Programs be improved?

Areas for Improvement

Five areas were rated as needing serious improvement: guidance and counseling programs, administration, facilities and equipment, community involvement, and staff accountability.

OE Policies

The leaders believe that the Federal government can improve vocational education by taking five high-priority actions, which are: setting national objectives for Vocational Education Programs, providing stipends to students so that they can complete their training, requiring local educational agencies to provide placement services, requiring that training be related to available or emerging jobs, and adopting policies to lessen discrimination.

4. How can black leaders support Vocational Education Programs?

They can increase their support if Vocational Education Program administrators will:

- a. Involve them in programs relating to their business or employment.
- b. Give them more information.
- c. Appoint them to influential bodies.

They can influence the Vocational Education Programs by:

- a. Becoming members of boards and committees.
- b. Organizing action groups.
- c. Using the ballot box.

THE STUDY

This national survey of black leaders was designed to secure information that could be used by administrators of Vocational Education Programs at the Federal, State, and local levels to improve their programs, particularly programs that enroll members of the target population.

Products

The study's findings can be used to identify policies and actions needed to improve programs, determine what information is needed by black leaders, develop strategies to increase black participation in and support of the programs, and plan how to increase funding for Vocational Education Programs.

Method

A survey form was mailed, collected, and tabulated to obtain the findings. Data were collected and analyzed between September, 1977 and January, 1978. The survey form, containing 26 questions, provides a comprehensive coverage of information related to decisions that are made by administrators in Vocational Education Programs.

The data were analyzed statistically to determine the reliability and significance of the findings. Face validity was built in during development of the survey instrument. The statistical analysis of the data showed that the survey instrument has a .78 reliability coefficient.

Respondents

A broad-based representative sample of black leaders returned the survey form. The respondents are an influential, informed, and experienced group of leaders who provide leadership at the national, State, and local levels. Among the 1,252 who returned the survey forms are: mayors, state legislators, Congressional staff, elected and appointed officials, labor leaders, barbers, and houseworkers.

SUMMARY

In the opinion of the black leaders, Vocational Education Programs should and can be improved. As a basis for defining effective decisions and actions to be taken by administrators of Vocational Education Programs at the Federal, State, and local levels, the leaders offered specific recommendations and opinions about how Vocational Education Programs can be improved.

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PART 2:
RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION

DISCUSSION

Vocational education administrators want to ensure that their Vocational Education Programs achieve objectives set forth in legislative mandates. According to the Vocational Education Act of 1963, as amended, one objective of a Vocational Education Program is to provide training that results in students' acquiring marketable skills--the kind of skills that will help them get jobs related to their training and will result in employers' satisfaction with the students' performance.

The legislation also sets aside funds and provides categorical allocations for high-priority programs and target populations, including, for example, the disadvantaged, women, unemployed, school dropouts, and people with handicaps. Black youth, the subject of this national study, qualify as a target population with high-priority program needs within the terms of the legislation.

2 Federal administrators of Vocational Education Programs, interested in providing the best possible services to black students and in meeting their legislative mandate, asked black leaders, through the national study reported on here, to provide opinions and recommendations on how the programs can best meet the needs of black students who will or should enroll in Vocational Education Programs.

In a sense, the study was aimed at providing Federal, State, and local vocational education administrators with information they can use to increase the number of black students who successfully complete Vocational Education Programs. The study was aimed also at reducing the critical national problem of unemployment among black youth and at developing an accurate image of vocational education among the black leaders.

Aimed at providing data for decision making and assisting in achieving the mission of Vocational Education Programs, this study of Black Leaders' Attitudes Toward Vocational Education was conducted against a background in which two factors stand out. A significant sum of money is spent annually on Vocational Education Programs to train people for employment, with approximately 90 percent of those trained in Vocational Education Programs finding employment. At the same time, the unemployment rate among black youth is above the crisis level, and according to many authorities, more black youth must be properly trained so that they can find and hold meaningful jobs.

These two conditions--the success rate of Vocational Education Programs and the need of many black youth for training--lead to several questions that comprise a statement of a problem that requires a solution. Should black students enter and complete Vocational Education Programs? What kind of a Vocational Education Program can assist black youth? How can Vocational Education Programs assist black youth?

The black leaders, in this study, provide both specific findings and several policy recommendations as a means of answering these and related questions. The specific findings are the responses of the 1,200 black leaders to the survey instrument. The specific findings, contained in Parts 3 and 4 of this report, provide direct and specific answers about the type of services that the leaders believe should be offered to black youth by Vocational Education Programs. The policy and administrative recommendations, developed by the study's Policy Panel and Strategic Advisors, set forth actions that can be taken by the Office of Education to meet its legislative mandate and to be responsive to the needs of black students.

The recommendations and the specific findings together constitute the data base provided by the black leaders to assist administrators of Vocational Education Programs in carrying out their responsibilities. The black leaders stand ready to offer additional assistance to the Office of Education and the Congress in carrying out these recommendations and to assist vocational education administrators in their efforts to conduct the best possible programs.

SUMMARY OF RECOMMENDATIONS

The policy and administrative recommendations--actions proposed for consideration by the Office of Education--were developed during individual and in-depth discussions with the members of the Policy Panel and the Strategic Advisors. The Policy Panel and the Strategic Advisors, a total of 24 people, included: a member of Congress; a State Director of a Vocational Education Program; several Local Directors of Vocational Education Programs; staff from the National Urban League, the National Conference of Governors, and similar national organizations; and officers from national and regional civic and interest groups and other informed individuals.

The members of the Policy Panel and Strategic Advisors are an informed and influential group who represent a wide range of interests and who have a thorough understanding of government policies and the problems facing black students in vocational education.

The recommendations for policy and administrative action, given by members of the Policy Panel and the Strategic Advisors, are stated and explained in this part of the study report.

Based on their experiences and a review of the specific findings, the Policy Panel and Strategic Advisors offer seven major recommendations for policy and administrative action for consideration and action by the Office of Education. A summary statement of the major recommendations follows.

- Black Involvement

The number of blacks appointed to and employed in influential positions in Vocational Education Programs should be increased.

- Goals and Accountability

Vocational Education Programs should set specific and special goals to meet the needs of black youth.

- Federal Administration of Vocational Education

The Bureau of Occupational and Adult Education should provide leadership at the Federal level to coordinate Federal, State, and local Vocational Education Programs with Federal employment and education policies and programs as well as with other Departments that relate to occupational training and vocational-technical employment.

- Funding

Funds for vocational education should be increased to provide more programs and services. In addition, the targeting of funds on the needs of black youth should be improved.

- Occupational Diversity

More black youth should be trained in Vocational Education Programs for those highly skilled and

technical occupations that have low minority representation, and Vocational Education Programs should assist these students with job placement services.

- Employment

Vocational Education Programs, within the limits of their resources and authority, should assist black youth in entering the skilled labor market and assist the black community in economic development.

- Alternative Occupational Training Programs

Vocational Education Programs should provide leadership in establishing alternative systems of occupational training so that each student can enroll in and complete a program that is suited to the student's needs and learning style.

The major recommendations and the proposed implementing actions are based on several premises. One premise is that Vocational Education Programs are a form of occupational training that should be increased, both in terms of the number of programs and the number of students who complete the programs, including black students. Because of the critical educational and employment needs facing black youth, there is the opinion that a larger share of the available funds must be directed to meeting the needs of black youth. Looking at the funds that are currently directed and set aside to meet the needs of black youth, there is a need to improve the extent to which they are targeted on high priority programs, problems, and payoff objectives.

The recommendations and implementing actions also underscore the value of helping black students succeed and the benefits that come to those who help them; collectively, the recommendations and implementing actions emphasize positive, self-generating motives within individuals for improving the performance of black students by actions such as: targeting the programs, increasing the funding, providing employment opportunities, and meeting contractual obligations.

The recommendations, implementing actions, and the specific findings are intended to assist the Office of Education in defining objectives relating to black youth and Vocational Education Programs, in developing means of achieving those objectives, and in identifying indicators of success.

The initial and primary focus of the recommendations is on what should be done to improve vocational education for black youth and the potential role of the Office of Education in this improvement. In the opinion of the black leaders who contributed to the study, the recommendations deal with and have a reasonable chance of helping Vocational Education Programs help black youth to help themselves.

Clearly, some of the recommendations and implementing actions are beyond the scope of the Office of Education's present authority and legislative mandate, and other actions are within the province of the State and local education agencies. However, most of the recommendations and implementing actions are within the existing authority of the Office of Education, and these recommendations form the core of a set of activities that can have a measurable and beneficial impact on the performance and success of black students in Vocational Education Programs. All recommendations are reasonable in that they are directly related to solving training and employment problems faced by black youth and, therefore, should be considered for action under current or new legislation.

BLACK INVOLVEMENT

Community representatives help improve the operation of Vocational Education Programs by assisting administrators in defining specific needs that should be met by the programs, designing ways of meeting the needs, and determining when the programs are responsive to those needs.

Supporting the value of community participation, members of Congress established national, State, and local advisory councils, and authorized administrators to expand community involvement by such means as appointments to staff positions, use of area committees, and maintaining contact with the community.

Community representatives, if they are to be effective, must be able to serve the total community that is affected by the Vocational Education Program. But some of them must be equally skilled in getting the Vocational Education Program to serve target groups and to meet high priority needs. As defined in the legislation, target groups--women, handicapped, disadvantaged, communities with high unemployment, or schools with high dropout rates--are to receive special and specific attention from Vocational Education Programs.

Members of the target groups, which include the black community, must take part at the policy-making and staff level of Vocational Education Programs to assist in the planning, administration, operation, monitoring, and evaluation of programs that affect the target group as well as programs that affect the overall community. The objective and principal reason for including the black leaders is to mobilize the best knowledge and experience available, bringing it to bear on the problems in ways that result in effective solutions. As a consequence, it is important that black community representatives participate in influential ways. More blacks should be appointed to positions that set policy and determine the allocation of funds. Decisions on policy and funds exert considerable influence on program outcome and student performance. These decisions are made by people who hold positions such as: State or Local Director, member of State or Local Advisory Council, or Area Supervisor, as well as selected Federal personnel.

Appointing blacks to policy positions and employing them in key staff positions within Vocational Education Programs are ways of ensuring that the Vocational Education Programs

have the capacities of responding in effective ways to the perceived and actual needs of black students. However, to maximize the effectiveness of the leaders' participation and involvement, those who are appointed and employed in the influential positions should be provided with the type of information that will enable them to make appropriate decisions.

Similar decision-related information also should be provided to the black lay community because many decisions affecting a student in vocational education are made by a family or an individual, not by the leaders or program personnel. The type of information needed by the general community and the black leaders ranges from information that will result in an accurate image of Vocational Education Programs to information on how to select a course of study that is designed for a particular career.

Recommendation #1

Based on the need for more effective participation and the need for an increase in the number of black leaders who are involved in setting policy for Vocational Education Programs, the black leaders recommend:

The Office of Education should allocate funds for the proposed implementing actions, issue the authorized guidelines, and monitor the use of Federal funds at the State and local levels to achieve an increase in the number of blacks who are in influential positions in Vocational Education Programs at the national, State, and local levels.

The proposed implementing actions for this recommendation are designed to provide the leaders with relevant information on an ongoing basis, involve a larger number of black leaders in Vocational Education Programs, and develop a plan that permits the black community to use its resources in concert with resources of Vocational Education Programs in ways that are mutually supportive.

The recommendation can be carried out by the following implementing actions: (1) appoint blacks to influential positions in Vocational Education Programs, (2) determine what information about Vocational Education Programs is needed by black leaders, (3) disseminate a monthly publication containing relevant information about Vocational Education Programs

to black leaders, (4) sponsor regional conferences or workshops on vocational education for black leaders, (5) conduct an outreach or recruitment campaign to identify black leaders who should be involved in Vocational Education Programs, and (6) develop a plan to mobilize the resources of the black community in support of objectives related to vocational education.

Appointments

Appointing black people to responsible positions and bodies at the Federal, State, and local levels is essential to the success of vocational education and to the success of black students in Vocational Education Programs. The Office of Education, State Departments of Education, and Local Education Agencies, using both resources and influence, should exercise their appointing and hiring authority to secure black participation across the full spectrum of vocational education activities.

Information System

At present, there is a limited amount of information available about blacks in vocational education, and much that is available is inadequate for program planning, development, or evaluation. This situation should be corrected as the Commissioner and the Administrator of the National Center for Education Statistics develop the VEDS, the information system called for in the legislation; however, to be sure that some of the information collected is relevant and useful to black leaders, a task force should be appointed to work out specifications regarding types of information that could be useful on a continuing basis.

The task force members, a cross section of black leaders, would identify what information is needed to make the kinds of decisions that they feel must be made to provide Vocational Education Programs of high quality to black students. In addition, the task force would indicate the most usable form for packaging the information and who should receive the information on a continuing basis. It is suggested that this task force design the information system and that it remain in existence until the information system has become operational and has been checked out.

Monthly Publication

Along with the need to collect more information, there is currently a considerable amount of information about Vocational Education Programs that should be made available to black leaders such as information about how to have an impact on decisions in vocational education, how funds are allocated, how to support local programs, and even what programs are offered. The information needs to be analyzed and presented by the Office of Education from the perspective of the black leaders and in terms of their information needs.

The proposed OE publication would provide management, administrative, and policy information to keep black leaders well informed and enable them to make informed decisions regarding matters relating to or affected by vocational education. It would be beneficial if OE were to make this information available in a series of monthly publications so that it could be immediately useful.

Regional Conferences

Some of the high-priority problems in vocational education, in the opinion of the black leaders, can be best addressed in a workshop or conference setting. In such a setting, the discussion and exchange of ideas allows individuals to find out how others have solved problems similar to their own and to form resource contacts that can provide future assistance.

Regional and State workshops on vocational education should be sponsored by OE and selected organizations to increase and improve the participation of black leaders in the programs. If properly planned, these workshops can serve a variety of different purposes including: providing needed information, improving the image of vocational education, increasing support for vocational education, demonstrating how to participate skillfully, establishing linkages between leaders and vocational education administrators, and finding effective answers to high-priority problems.

Outreach and Recruitment

There is a need to identify black leaders who, because of their position and influence, should be involved in Vocational Education Programs at the national, State, or local level. When such leaders have been identified, they must be brought to the attention of the vocational education administrator so that they can be appointed to or employed in key positions.

There is an apparent consensus that more blacks should be appointed to and employed in vocational education positions. Although this consensus is supported by many administrators and black leaders, there are administrators who claim they cannot find interested, qualified, and available blacks, and there are blacks who claim they have never been asked even though they are interested, qualified, and available. These two contrasting statements indicate a need for an outreach and recruitment campaign to bring interested blacks and administrators into contact.

The black leaders' outreach and recruitment campaign must be ongoing, not a one-time-only effort. The outreach and recruitment program or activities should be operated on a year-round basis like programs for student enrollment or staff recruitment which are designed to ensure the continual operation of the Vocational Education Program. The recruitment activities should be a planned and coordinated campaign, not just an announcement of openings. Procedures developed during the campaign should be included in the ongoing, routine administrative procedures of the State or Local Education Agency so that blacks can be recruited successfully in future years. Several recruitment activities are suggested:

- Establish an outreach service to identify black leaders who should be involved.
- Include recruitment information as part of the proposed publication and conferences.
- Set up a national and State job bank and a personnel roster for this purpose.
- Use personnel training to increase the supply of available individuals.

Resource Mobilization

The black community needs an overall, comprehensive plan for using Vocational Education Programs as part of its development. The staff work for developing alternative plans should be funded by the Office of Education or the States as a corollary to the Five-Year and Annual Plans for Vocational Education. Various organizations within the black community should fund activities designed to select a specific plan for the community and to channel community resources in support of the selected plan.

The cooperation of black leaders and vocational education administrators is essential to the planned and effective use of Vocational Education Programs. Black leaders recognize that they must play significant roles in helping to use vocational education as a national resource as well as a critical role in causing this resource to be used effectively. Without independent and effective action by black leaders, neither the Congress, Office of Education, nor Vocational Education Programs' administrators can accomplish the objectives of the black leaders' recommendations or act on the basis of study findings.

Black leaders are in a position to mobilize resources within the black community. For example, they can bring peer-group pressure to bear on issues related to motivation, vandalism, and learning discipline. Working together, the leaders can focus the efforts of a wide range of community resources--from the neighborhood church to street gangs, from large employers to small businesses, and from well-known folk heroes to the unknown parent surrogate. By understanding and interpreting what vocational education is, what it is trying to do, and how much it can be expected to do, the leaders can support workable relationships between the community and Vocational Education Programs.

This kind of mobilization and support is occurring, but it is fragmented and somewhat contradictory. It is fragmented because many leaders have not had the time to do in-depth thinking and planning about vocational education and may appear to be contradictory because some black leaders have specific grievances against vocational education.

This fragmented and mixed support of vocational education points to the need for a mechanism to develop increased consensus among the black leaders on how vocational education can be effective and how they can help it to be used as a national resource.

A position and plan regarding vocational education are needed that outline how vocational education can and should be used to meet the needs of black students. This plan should be national in scope, but capable of implementation at State and local levels. The plan must relate vocational education to payoff objectives--training, employment, economic development--and indicate what results can be obtained from each of several different program or policy alternatives. An econometric model is one useful method of analyzing and displaying the decisions and payoffs of the various alternatives.

Another component of the plan would indicate roles and strategies by which black leaders, using their own resources, can assist in making the plan work, monitor program performance, and benefit directly from involvement.

The type of national planning proposed here requires adequate Federal staffing. The staff must do the research, devise the alternatives, set up the models, and simulate the model by computer runs. The staff plan should be reviewed by a selected group of leaders for reality checks and final shaping. The leaders should be selected on the basis of their ability to build consensus in support of the plan and their influence in conducting a community education program to implement the plan.

The critical part of this recommendation--to mobilize local communities in support of the most effective use of vocational education--is the work done by the staff. Similar to work performed by intensive planning specialists at Rand Corporation, Batelle Institute, Brookings Institution, and other "think tanks," the best minds available should be employed and focused on designing the plan. Funds for the staff's work should come from government sources; follow-through aspects of the work, such as the community education program and consensus-building activities, could be financed by organizations represented by the black leaders.

GOALS AND ACCOUNTABILITY

The concerns of black leaders, like the concerns of other leaders, relate to major issues in vocational education that can be summed up by answers to two questions: (1) Do students and communities receive tangible benefits as a result of the Vocational Education Programs? and (2) Do the Vocational Education Programs achieve the goals they were funded to achieve?

Recommendation #2

The goals selected as milestones for the program should lead to tangible benefits such as: training for skilled entry into the labor market, reduction in unemployment, preparation for advanced training or education, and community economic development. Based on their concern that desirable and beneficial goals actually be achieved, the leaders recommend:

The Office of Education and the State Departments of Education should set clear and measurable goals for blacks in vocational education by assessing needs, and should hold funded agencies accountable by means of contractual assurances for achieving these goals.

A single two-part implementing action is suggested in this recommendation. Part one is to state clearly a measurable goal for blacks in the national and State plans with the understanding (part two) that programs which achieve the goals should be funded and programs which fail to achieve their goals should not be funded.

Goal Setting

Setting goals, a sound management procedure, has been incorporated into Vocational Education Programs by means of the Five-Year and Annual Program Plans of the States. These plans state goals for Vocational Education Programs in general and should include goals for high-priority target populations and programs. What this recommendation calls for is a break-out of goals, plans, and achievement in relation to one specific target population--a population comprised of black youth and the black community.

Further, the recommendation calls for articulating and coordinating national and State goals. By establishing benchmarks at the national level, it is possible to provide those

services that can have a measurable impact on a national problem such as black youth unemployment, high dropout rates, and inadequately-funded programs. The national and State goals, many of which will be achieved at the local level, should be set in concert with members of the black community.

Fixing Responsibility

The commitment of program personnel must be to achieving goals, not merely to stating them. Procedures for accountability that are built into the legislation such as Accountability Reports, OE's review of State plans, the information system, and site evaluations should be used to achieve program effectiveness. These procedures should be augmented, where necessary, by assigning personnel to monitor and evaluate those aspects of the plan that deal with black students. In addition, provision should be made to terminate programs that are not achieving program objectives and to re-allocate their funds to programs that can achieve the objectives.

FEDERAL ADMINISTRATION

The unemployment of black youth is an example of a national problem that requires coordination among the Federal Agencies and among related State and local programs if a meaningful reduction in the rate of unemployment is to be achieved. The actual and potential effects of black unemployment cross State lines, and the States, acting in an uncoordinated fashion, cannot produce a meaningful change in the size or scope of the problem.

To reduce the rate of unemployment among black youth, it is necessary to coordinate the Federal policies and programs that affect training, education, and employment. Equally important, the training programs within the States should be coordinated to adjust training slots with employment opportunities that are available nationally.

As one of the nation's major training endeavors, Vocational Education Programs can and should play an important role in meeting the training and employment needs of black youth as well as the same needs for other groups. Essentially, Vocational Education Programs attempt to train people for available or emerging occupations so that a person can find unsubsidized employment at the skilled level. Although they are training and not employment programs, Vocational Education Programs must be closely related to the employment market if the training they provide is to result in employment, one of the student's primary reasons for entering a training program.

Federal leadership is necessary to coordinate changes in Vocational Education Programs with changes in employment opportunities and with changes in the policies of Federal agencies.

The administrative responsibility for providing this leadership, aimed at increasing the effectiveness of vocational education, should be fixed with one agency. The agency should be empowered, within Congressional and administrative authority, to coordinate Vocational Education Programs with programs in other Federal departments that affect training and employment and to coordinate Vocational Education Programs of State and Local Education Agencies. Coordination should have the objective of focusing and targeting Vocational Education Programs on high-priority national problems in ways that result in measurable impact. Sound administrative procedures--planning, program development, auditing, accountability--should be the principal tools for coordinating the programs.

Recommendation #3

To ensure the effectiveness of Vocational Education Programs at the Federal level and to support vocational education at the State and local levels, the leaders recommend that:

The Office of Education clearly assign to the Bureau of Occupational and Adult Education (BOAE) the administrative functions required to coordinate the Vocational Education Programs with employment opportunities and related training programs in ways that are consistent with national priorities.

Presently, BOAE is assigned responsibility for and is engaged in several activities that are directly related to this recommendation. The coordination of Vocational Education Programs with CETA Programs, the review of the State Vocational Education Plans, and the work of the Division of Vocational and Technical Education and the Office of Management, Evaluation, Review for Compliance and Quality are examples of efforts in this direction.

Most of the current activities of BOAE, as viewed by the Strategic Advisors, are related to the administration of grants and not to the development of a Federal perspective or leadership that is capable of attacking national problems--black unemployment, high dropout rates, discrimination--on a national basis.

The implementing actions for this recommendation are intended to allow BOAE to provide Federal leadership in the use of Vocational Education Programs as one resource to solve national training problems on a national basis. Where the proposed implementing action is not authorized by existing legislation, it is recommended that new legislation or legislative changes be drafted to provide the necessary authority.

National Five-Year Plan

BOAE should be assigned responsibility for developing a national five-year plan for Vocational Education Programs from the viewpoint of national problems, priorities, and interests. This plan should contain many of the planning elements used in the Five-Year Plans for the States, but the national plan would relate vocational education to national concerns such as unemployment, to Federal policies such as those on employment, and to Federal programs such as CETA or military training.

The plan should be developed by using data from at least two sources. One source would be the Plans submitted by the States, and the other would be the planning documents of Federal Agencies that have programs relating to training and employment. Once developed, the national plan could serve as a guide or reference document for national planning and policy-making.

Targeting

A key element of the planning function should be the capability to predict or forecast changes in the employment market that call for changes in Vocational Education Programs. Given a clear need for change, the BOAE also should have the authority to effect the allocation of funds by issuing guidelines for the reallocation or targeting the use of discretionary funds. With BOAE's Congressional authority and in cooperation with the States, funds or programs should be adjusted or changed to maintain a productive match between training slots and employment opportunities and national priorities.

Evaluation Workshops

Many people will have to be trained to draw appropriate conclusions from the program performance data and the fiscal audit data that will be available in the Five-Year Plan, the Annual Plan, and the Accountability Reports. If the assigned personnel in the State and Local Education Agency, as well as any interested and involved citizens cannot read and interpret the documents, the significance of the data for planning, evaluation, and accountability will be seriously reduced.

BOAE personnel assigned responsibility for analyzing the State Plans, auditing the Accountability Reports, and making the annual site evaluations should also develop evaluation workshops or training materials. The workshops or training materials would be used to train their counterparts in State and Local Education Agencies, and to teach consumers, parents, and black leaders how to interpret the program and fiscal data.

FUNDING

The Office of Education, in response to the mandate and authorization in the Vocational Education Act of 1963, as amended, is attempting to meet the needs of black youth by the effective use of its basic grants, set-asides, and discretionary funds. As a result, some Vocational Education Programs provide black youth with quality occupational training that enables them to become gainfully employed, and some programs give specific and special attention to the needs and goals of black youth.

In the opinion of black leaders participating in this study, many Vocational Education Programs are not as effective as they could be because the funds are not clearly targeted on the needs and goals of black youth, and the amount of funds directed at the needs of black youth is not sufficient for either the need or the size of the population. These factors could be reduced, in part, by increasing the funding for and the number of Vocational Education Programs, thus allowing more blacks to benefit from vocational education.

Recommendation #4

Based on their perceptions of the needs of black youth and the role of vocational education funds in meeting these needs, the leaders recommend that:

The Office of Education, acting within its Congressional authorization, target a larger per centum of the categorical, set-aside, and discretionary funds on the specific needs and goals of black youth. In addition, an effort should be made to increase the overall funding for the programs.

The implementing actions for this recommendation are designed to target existing and authorized funds on specific problems and programs of the target population by means of program and fiscal accounting systems and by allocating funds on the basis of needs and pupil performance. While the targeting of funds does not increase the amount of funding, it can have the effect of achieving greater program outcomes for every dollar invested by allocating and directing funds to points of greatest need and to points where there is a clear and significant payoff. Several other

implementing actions call for an increase in funding and program activities such as work/study programs and construction of more adequate facilities.

Most of the implementing actions are within the Office of Education's present authority, but several will require new legislation or Congressional appropriation. Whether based on Federal or State authorization, the proposed actions represent ways in which better use can be made of vocational education funds to help black youth.

Detailed Accounting of Set-Aside Funds

In addition to the inadequate amount of funds in set-asides, there are several problems, in the opinion of the Strategic Advisors and Policy Panel, that prevent blacks and other target populations from getting the Congressionally-intended benefits from the available set-aside funds.

The various States use different operational definitions to determine who is qualified for set-aside funds; as a result, the funds are not concentrated nationally on the same subpopulations and may not even be concentrated on a target population, as intended by the authorizing legislation.

A corollary problem is the way in which some States allocate set-aside funds. The observation of several Strategic Advisors is that some of the States receive the set-aside funds but do not maintain an adequate level of effort in programs for the target populations. Before giving the set-aside funds to the schools with the target population, the local and State dollars from the previous year are reduced. This has the effect of keeping programs for the target population at or near the same level and does not provide the additional funding needed to secure improvement in pupil performance.

If these observations are correct, a clearer picture of the situation is needed so that corrective action can be taken. If the observations are incorrect, the correcting information should be made available to the black leaders to remove any misconceptions or misunderstandings.

A clearer picture can be obtained by:

- Asking the States for the operational definitions that they use to allocate set-aside funds. They should state the characteristics of the students and programs that actually receive set-aside funds.
- Using the existing fiscal accounting system to allocate, record, trace, and document how much money--Federal, State or local--is spent on target populations and high-priority programs and to evaluate the cost-effectiveness and impact of set-aside funds and programs for designated target populations.

Based on the information obtained from these reports and related sources, the necessary and authorized follow-up actions should be taken to accomplish the Congressional intent as expressed in set asides. Although the Office of Education does not tell the States how to spend their educational dollars, information of this type can assist the Office of Education in developing the appropriate guidelines, in reviewing State plans, and in proposing workable legislative changes. The existence of the information would allow taxpayers and concerned citizens, such as the black leaders, to evaluate the allocation of the educational funds and to protect the interests of their communities.

Monitoring, Accountability, and Technical Assistance System (MATA)

A recurring problem in the administration of Federal grants and contracts, including those relying on revenue-sharing funds, is keeping programs targeted on their specific goals so that they achieve planned outcomes. Too often, programs achieve far less than they were funded to achieve and far less than what reasonably could be expected.

Being especially sensitive to repetitive gaps between promises and results and between goals and outcomes, blacks and similar groups believe that actions should be taken by the Federal administrator to close the gaps.

It is difficult for the administrator to close the gap when accountability reports are received after the funds are spent and when the administrator has little or no chance to influence programs that are not effective.

We need a Monitoring, Accountability, and Technical Assistance System built into the contract procedure and the fund-allocating process that is "immediately" available to the administrator, allowing him or her to influence the program so that Federal dollars remain targeted on stated goals. The system should: (1) specify and maintain specified dollar, staff, and other resource allocations for targeted program outcomes, (2) allocate funds when agreed-upon milestones are achieved, (3) reallocate funds or withdraw funds when the program moves off target, and (4) signal the need for technical assistance at a time when corrective action can help the program to meet its stated goals.

The elements of the system--monitoring, accountability, and technical assistance--are currently part of the routine administration of Vocational Education Programs. This implementing action is aimed at using these system elements during the early part of the fiscal year as well as at the end of the year. To increase the possibility that the program's stated objectives are met, an interim audit can be conducted at a midpoint in the year while there is still time and funds available to make necessary adjustments. This opportunity to adjust the program is not available when the audit is conducted after the program's fiscal year ends, when both funds and time are gone.

Equity Funding

Many Vocational Education Programs in large cities have to pay higher costs for goods and services than Vocational Education Programs in small cities or rural areas have to pay for the same goods and services. As a result, the educational dollar does not buy the same amount of educational outcome or service in the large cities that it does in a smaller city or in a rural area.

The difference affects the ability of the large cities to provide a quality Vocational Education Program that has a direct positive effect on black youth, and many black youth live in the large metropolitan areas. It also affects other residents of the large urban areas.

According to the directors of Vocational Education Programs in the large cities and the mayors of those cities, their programs are not receiving an equitable or fair share of Federal, State, and local funds. The State allocation formula for educational funds, which to a large extent is

determined by rural and small-city interests, is not responsive to the urgent and critical needs of urban education.

Even if the Federal Government cannot influence the allocation formula of a State, the Federal Government should consider the principle of equitable funding for the allocation of Federal funds as a means of getting funds to urban schools that are now funded at below-standard levels. The potential effect of equitable funding on educational outcomes and Federal allocation should be studied by the Office of Education as part of its responsibility for providing educational leadership.

Work/Study and Work Experience

The level of funding for work/study and work experience should be increased so that more students can benefit from these activities. A majority of black youth need both work experience and income while they are learning a skill. The money is needed for living expenses, and the work experience is needed to qualify for them for future employment. A significant percentage of the funds for work/study should be used to place students with potential employers, those related to the student's field of study and training, so that the students can learn how to survive in the actual world of work.

Scholarships

Vocational Education Programs, especially programs that train for the more highly technical occupations, need to be able to compete with colleges and other training programs in recruiting and retaining top-caliber students. Vocational Education Programs should be able to offer scholarships to qualified black students, just as colleges and universities offer scholarships to recruit top black talent. Scholarships designed to bring qualified blacks into the highly skilled or technical occupations should be made available through authorizing legislation or by private sources of funds.

Employer Incentives

On-the-job work experience is an essential part of an effective training program. Shopwork and work/study can fulfill part of this teaching requirement, but they are not adequate substitutes for working for an employer who expects and demands high-quality performance. It would be helpful

to explore the use of tax incentives that would allow employers, especially in small businesses, to offset the cost of supervision, insurance, and lower production so that they will be willing to provide on-the-job work experience for students. As an option, it may be possible to provide the student with work/study funds or a scholarship that becomes available when he or she is hired. Part of the scholarship would be paid to the employer as training cost, and part of it to the student, in lieu of wages.

Facilities and Equipment

The facilities and equipment in the urban areas where many black youth attend Vocational Education Programs are inadequate. In recent years, a number of Vocational Education facilities have been built in suburban areas where there has been a growth of the suburban population. During this period of building in the suburban areas, inner-city facilities and equipment were not replaced and, in some cases, not maintained. There is now a serious need to provide the inner cities with adequate facilities and equipment. The sections of the Vocational Education Act that authorize new facilities and equipment should be adequately funded, and a percentage of those funds should be earmarked for the construction of facilities and the purchase of equipment for Vocational Education Programs in the inner cities.

OCCUPATIONAL DIVERSITY

Currently, a majority of blacks are concentrated in a few occupations, mainly low-skilled, low-paying service jobs. This clustering of blacks, women, and other ethnic groups in certain occupations is a pattern that exists throughout the labor market, and a parallel clustering pattern exists in Vocational Education Programs.

Some people say that the clustering is due to racial or sexual discrimination, inadequate training, or structural unemployment. Whatever the causes, the clustering, in effect, is a form of occupational segregation that is present in both the training institutions and the employment market.

Because of the close relationship between the type of training and entry into certain occupations, Vocational Education Programs must assume a major responsibility for changing patterns of occupational segregation.

Recommendation #5

The pattern should be changed from one of occupational segregation--a clustering in a few occupations--to a pattern of occupational diversity by the combined use of vocational education, employment and Civil Rights Legislation. Occupational diversity would occur when blacks are working across the full range of occupations.

To achieve occupational diversity, it is recommended that:

The Office of Education designate certain funds and issue implementing policies that will enable more blacks to enroll in those Vocational Education Programs that train for occupations with current or projected skill shortages and low minority representation.

A national goal of achieving occupational diversity for blacks in Vocational Education Programs should be assigned the highest priority. The goal should be stated in the appropriate Office of Education documents and included in each of the State plans. The national occupational diversity goal for blacks in vocational education, with its anticipated

effects on occupational diversity in the labor market, should be set by analyzing: (1) the extent of occupational segregation in the labor market, (2) the extent of occupational segregation in the enrollment and completion patterns of Vocational Education Programs, (3) the forecast for job openings in occupations with low minority representation, and (4) the training and employment pattern that will result in occupational diversity.

To actually bring about occupational diversity and achieve the goals, the enrollment pattern in Vocational Education Programs should be changed to eliminate clustering, and then the students should be placed in jobs related to their training. Administrators of the programs should be held responsible for changing patterns of segregated enrollment and completion as well as for meeting occupational diversity goals, just as they are responsible for meeting other goals of the program and for complying with the laws.

EMPLOYMENT

Although a Vocational Education Program is a training and not an employment program, there must be a close correlation between training and employment opportunities. The vocational education legislation recognizes this correlation by stating that the training should be for jobs which are "realistic in the light of actual or anticipated opportunities for employment." In describing Federal and State evaluation, the legislation states that evaluation should consider "the extent to which program completers and leavers find employment in occupations related to their training and are considered by their employers to be well-trained and prepared for employment."

Recommendation #6

From the viewpoint of students attending a Vocational Education Program, a major payoff is acquiring the skills to do a job and then actually getting a job, preferably a job that is commensurate with the student's abilities and ambitions. Against the harsh realities of black unemployment, a close correlation between training and employment is essential and critically important. It is recommended that:

The Office of Education should adopt policies that cause Vocational Education Programs to contribute in significant ways, within the limits of their resources, to a reduction in black unemployment and underemployment.

In the opinion of the leaders, vocational education can help solve problems of unemployment and underemployment among blacks by: (1) reallocating funds to programs that train for available or emerging occupations, (2) providing effective placement services as part of ongoing programs, (3) cooperating with other agencies in job development, and (4) using the resources of the Vocational Education Program to stimulate job and economic development, especially within the black community.

In addition, the Office of Education should give specific attention to sections of the State's Vocational Education Plan that deal with factors affecting the potential employment of its students, and before the plan is approved, the Office of Education should evaluate the State's justification to determine if a viable course of action has been proposed. During

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this analysis and evaluation, special concern should be given to the employment needs of black youth. The State should offer a strong justification for continuing a program or starting a new program which has not or does not assist students, including black youth, in becoming gainfully employed.

Job-related Training

The OE and State Departments of Education should shift funds to Vocational Education Programs that are directly related to available or emerging jobs, reprogramming funds from programs related to obsolete skills or jobs. In addition, it would be desirable to design the training curriculum around a job task analysis and to use graduation requirements that include work experience and job performance testing. A close correlation of this type between the training and employment situation would, in the opinion of the leaders, improve the students' chances of getting a job which, in turn, would reduce unemployment. To help students see the importance of training, the jobs the students get as a result of training must be "better" than the jobs they can get without training. Unless this comparative difference exists, it will be difficult to motivate the students to invest the time and energy in training.

Job Placement

As a part of the Vocational Education Program, specific job placement services should be offered to assist the students in moving from school to work. In addition, job placement activities should be used to improve curriculum and supportive services of the Vocational Education Program and to involve employers in program development.

Job Development

The Vocational Education Program should cooperate with related agencies, organizations, and programs to increase the number of jobs available to its graduates. Some Vocational Education programs are presently working with other programs to design career ladders, specify job diversification, operate local or regional job banks, and find solutions to problems of youth unemployment. Each of these activities increases the number of available jobs obtained by graduates of the Vocational Education Programs. Where necessary, the State and Federal governments should link these individual efforts of Local Education Agencies to increase their impact.

Resource Utilization

The administrator of a Vocational Education Program should identify funds within the program's budget that have the effect of stimulating job development. Generally, funds for goods, services, facilities, equipment, construction, consultants, technical assistance, and training by employers have the effect of maintaining or developing jobs for people outside the school system.

After identifying such funds, the administrator should earmark a percentage of them to promote economic growth within the black community and to open opportunities for black students. For example, the proper location of a new school building can stabilize or increase property values in a neighborhood. Or, a printing contract by the schools given to a small firm may allow the firm to grow and to employ students from the Vocational Education Programs.

ALTERNATIVE OCCUPATIONAL TRAINING SYSTEMS

Occupational training is provided by various types of institutions and organizations, including: public high schools, community colleges, private businesses, employers, trade associations, and community-based organizations. Usually, the occupational training programs offered by one type of institution are different in some way from similar occupational training programs that are offered by the other institutions. The programs may differ in admission requirements, graduation criteria, teaching methods, staff qualifications, and in other ways.

As a result of differences in the programs offered by the various institutions, a student who may not succeed in one program may be properly trained in a program offered by a different institution. For example, a drug-dependent student may fail in an employer-sponsored occupational training program, but the same student may succeed when trained for a job in a community-based program that also provides drug treatment. Or, a student who dislikes reading may fail in a conventional occupational laboratory but succeed in an employer-sponsored or apprenticeship program where the emphasis is on learning by working rather than by reading.

These various types of programs should be available to the students to provide them with reasonable alternatives and options for occupational training, an option that matches the students' styles of learning and instructional needs.

Recommendation #7

Because one type of program cannot reasonably be expected to meet the occupational training needs of each student, it is recommended that:

The Office of Education, within its established authority, should provide funds and administrative support to institutions such as private institutions, employer groups, and community-based organizations that offer alternative occupational training programs.

This recommendation recognizes what is presently occurring in many States and cities. Under existing legislative authority, both conventional and alternative occupational

training programs exist in many localities. The recommendation suggests that there is a need to encourage the further development of alternative programs and a need to organize them into a system for occupational training.

Developing and systematizing the alternative programs in concert with the conventional programs can be initiated by such actions as: providing funds to alternative programs that fill a specific need, establishing procedures for granting academic credit for study in approved alternative programs, and setting up a citywide referral service for occupational training.

The funds to alternative programs should be made available through State and local Vocational Education Programs. Where the vocational education administrators cannot put the alternative systems in place or elect not to, funds should be made available to other educational institutions, community-based organizations, employers, and private organizations.

The funds for the alternative systems should be targeted on two principal objectives: (1) to stimulate new initiatives and innovation in work-related training and job placement and (2) to place on-line successful alternatives for special students in public- or private-sector programs.

A variety of programs might be considered for funding, including the following examples.

Education as a Fringe Benefit

Business and industry are deeply involved in training, using it both as a means of training employees to perform assigned tasks and as a fringe benefit. Along with health insurance, vacations, sick leave, and cost-of-living increases, some firms include educational and training opportunities that they offer as a means of recruiting and retaining employees. The American Council on Education has worked out a formula for recommending college credit for some of the courses offered by business and industry. A similar arrangement could be systematized to recommend equivalent high school or community college credit for vocational education-related training or courses that are offered by firms or trade associations.

Training as Integral Component of Employment

A form of occupational training that is highly recommended by the leaders in their responses to the survey instrument is

the apprenticeship program. Apprenticeship programs make training an essential part of employment. An apprentice earns while he or she learns, without the usual delay of learning to get a job and then earning. As the Department of Labor works to expand apprenticeship programs, more cooperation between Vocational Education Programs and apprenticeship programs should occur.

A similar cooperation should occur and be expanded with other employment programs such as CETA and YEDPA. These programs could be designed so that part of the work experience trains students for unsubsidized employment. It should be possible to integrate skill training and related instruction into the daily job performance tasks so that students can develop marketable skills typically associated with related Vocational Education Programs.

Community-based Training

Because of their needs and problems, some students cannot be served adequately by the staff or resources of a conventional Vocational Education Program. The typical community has organizations and individuals who can and do help this type of student. What we need is to link the services of the organization with a work-training function through cooperative education or program expansion.

There are numerous examples of community-based organizations providing work-related training in addition to their normal services. In one city, museums and art galleries were organized to provide an intern program in commercial art for a group of gifted students. Another city uses a nonprofit drug treatment program not only to enable drug-dependent students to break their habit but also to learn marketable skills. Students with special talents or needs can be provided with the training and services that they need if linkages can be made between the community-based organization and receptive Vocational Education Programs.

Alternative training systems are recommended because some of them have been extremely effective with students who were not suited to the conventional Vocational Education Program and because there is a need to ensure that each black student learns a marketable skill. The combination of conventional and alternative systems should provide each student with an option that is appropriate to his or her learning style and personal needs.

SUMMARY

Many black students have entered and completed Vocational Education Programs and will continue to do so. The number of black students attending and completing the programs is likely to increase as an increasing number of occupations require vocational-technical training. Because their need for training and employment is critical, many black students must have access to the opportunities provided by vocational education, and their training must enable them to have success in the job market. The vocational education legislation intended that blacks, along with other target populations, should benefit from vocational education, and Congress underscored its intent by determining set-asides and designating high-priority programs.

In responding to the legislative mandate and the needs of black students, OE administrators asked black leaders to help them answer this question: How can Vocational Education Programs better meet the needs of black students?

To assist in answering this question, black leaders responded to items on a survey instrument and provided policy recommendations for actions to be taken by the Office of Education. The combination of the survey findings, which are program recommendations, and the policy recommendations add up to a comprehensive plan for actions that can be taken at the national, State, and local levels.

The plan and the strategy for carrying out the plan can be summed up in six major interrelated points. The administrators of Vocational Education Programs at the Federal, State, and local levels, in concert with the black community, should:

1. Set clear and measurable goals for meeting the needs of black students.
2. Allocate resources to achieve those goals.
3. Develop and implement programs to ensure black enrollment in and completion of Vocational Education Programs.
4. Hold administrators and staff responsible for program performance and accountable for the outcomes of their programs.

5. Appoint blacks to influential positions at all levels of Vocational Education Programs to ensure that the plans and programs are implemented.
6. Develop and operate an ongoing information system to provide black leaders with the information needed to make viable decisions about Vocational Education Programs.

The program recommendations, contained in the specific findings, and the recommendations for policy and administrative action by the Office of Education derive from the need to help black students succeed in Vocational Education Programs and to help them find unsubsidized employment. Both sets of recommendations and the implementing actions seek to recognize and stimulate--among administrators, staff, leaders, students, and parents--a set of positive, self-generating motives for improving the performance of black students.